



**CRIMINAL JUSTICE
SYSTEM
ISSUES AND REFORMS**

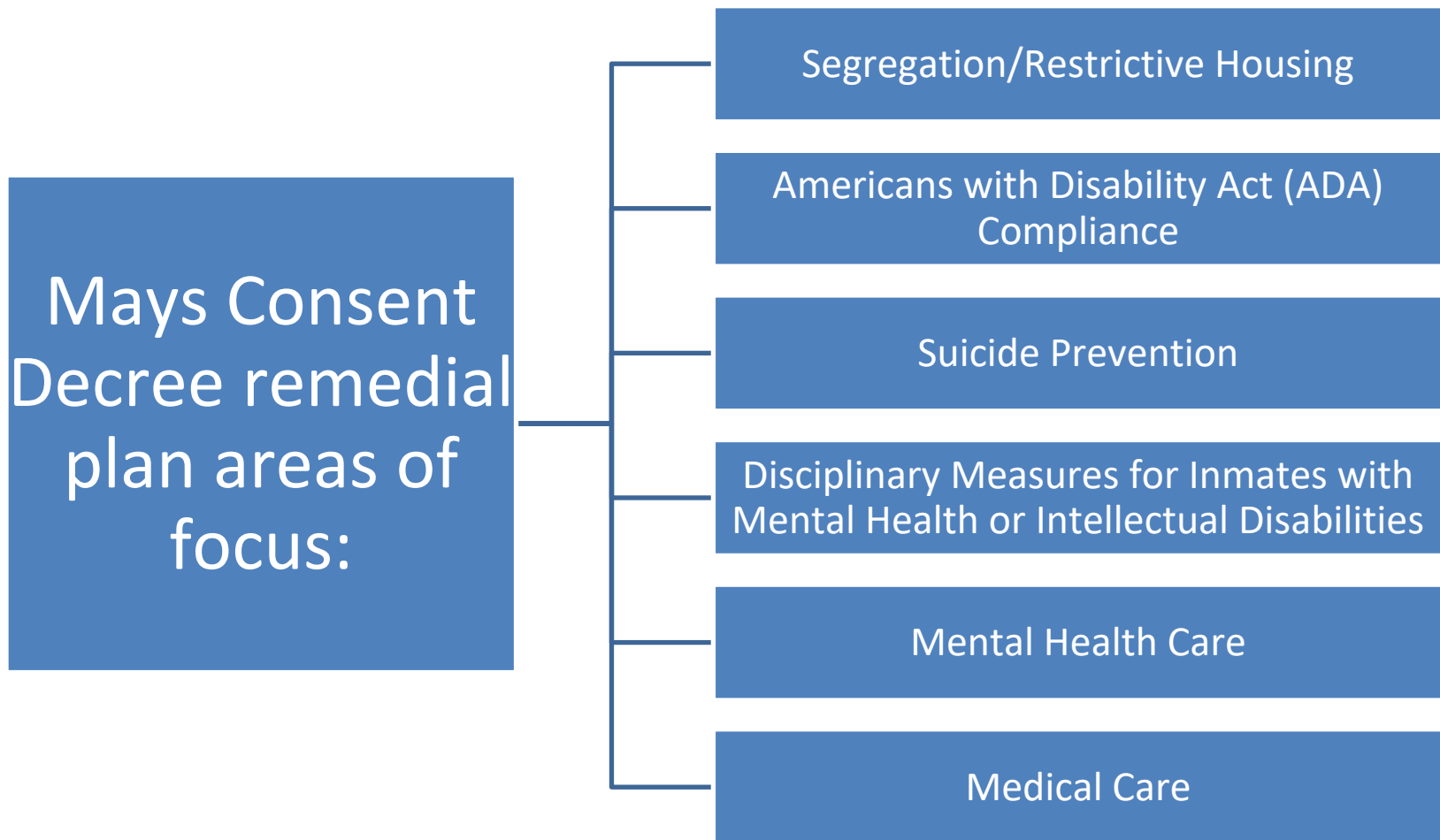
Public Safety and Justice Agency

Board of Supervisors Meeting

December 7, 2022

Eric Jones, Deputy County Executive

Historical Background



Historical Background

- Prior Nacht and Lewis Main Jail Improvement Report
 - Analysis indicated to meet needs, the jail's capacity must be reduced to 1,357 beds from its rated capacity of 2,397 – a loss of 1,040 beds or nearly 44%
 - Substantial compliance with all consent decree requirements is not possible within the Main Jail; confirmed through peer review report
- Kevin O'Connell Report Recommendations
 - Reducing Jail Bookings through expanded deflection, augmented behavioral health crisis response, and expanded use of cite and release in the field
 - Reducing Length of Stay in custody through expanded Mental Health Diversion and Treatment Court, expanded pretrial custody alternatives, expanded capacity in Probation and Public Defender pretrial programs, and expanded sentencing alternatives
 - Reducing Returns to Custody through expansion of risk/need, responsive treatment, targeted programming, and coordination of assessment/screenings
- August 2022: Wendy Still Peer Review Report finalized
- September 14, 2022: Mays Consent Decree, Reforms and Efforts, Board Workshop
- Sep-Nov: Continued Community and Criminal Justice / Social Services Systems Input

Reducing the Jail Population



FRAMEWORK
RECOMMENDATION 1

- 1) Narrowing the Pipeline
- 2) Alternatives to Incarceration
- Kevin O’Connell Report
- Criminal Justice System Input
- Community Input
- Improved Data-sharing



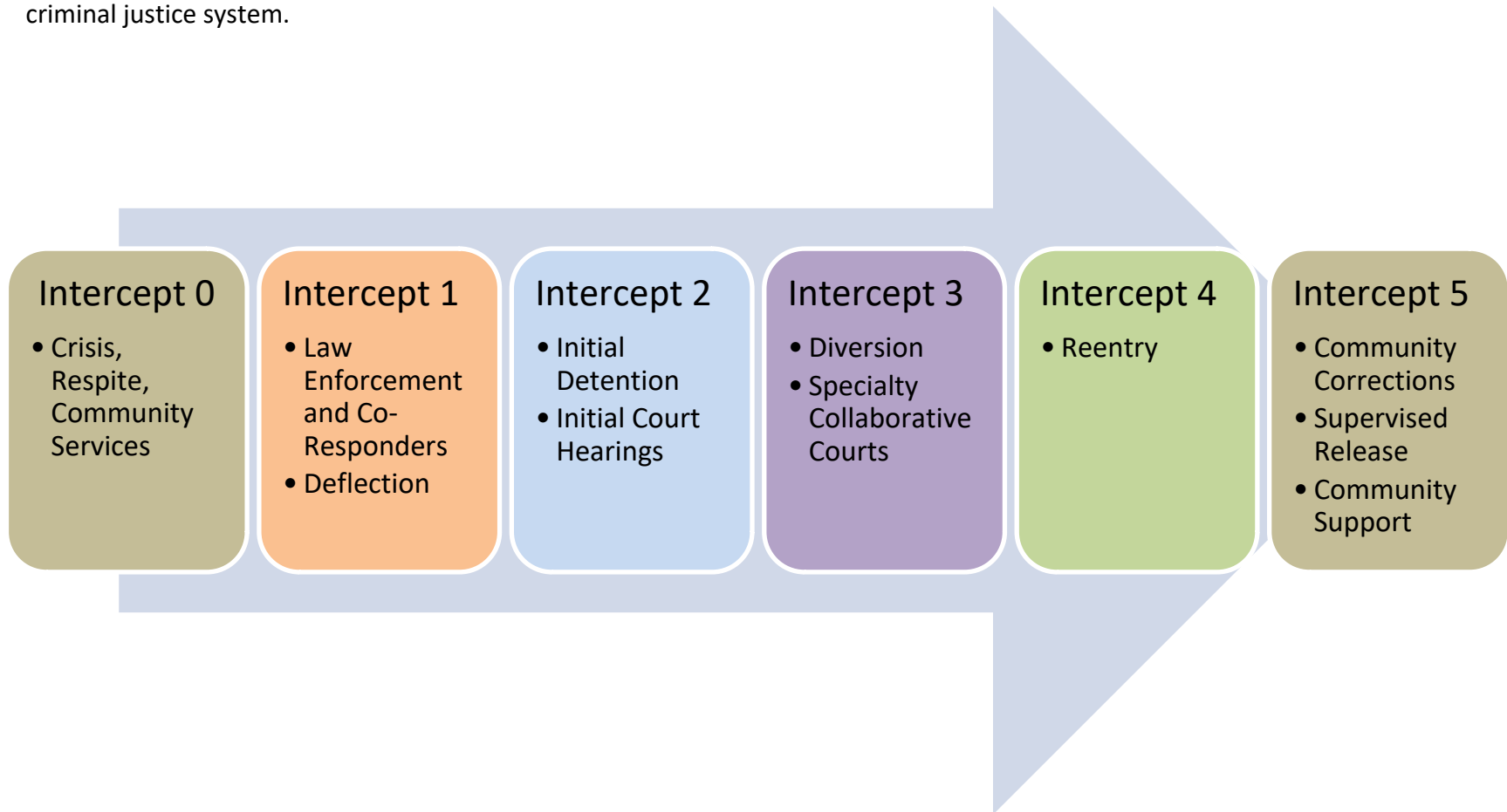
FRAMEWORK
RECOMMENDATION 2

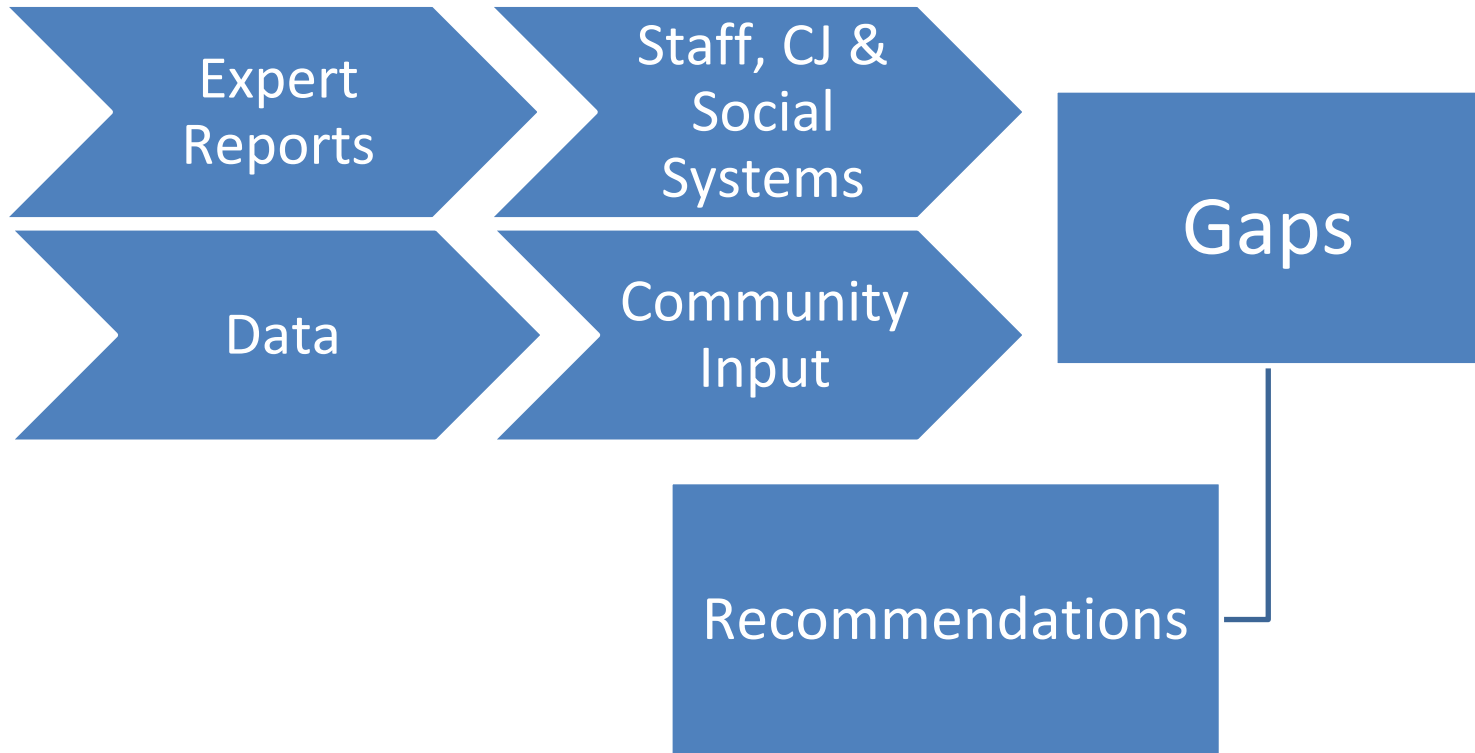
Facilities / Capital Improvement Issues

- Nacht/Lewis Reports
- Recommendations and Other Construction Alternatives

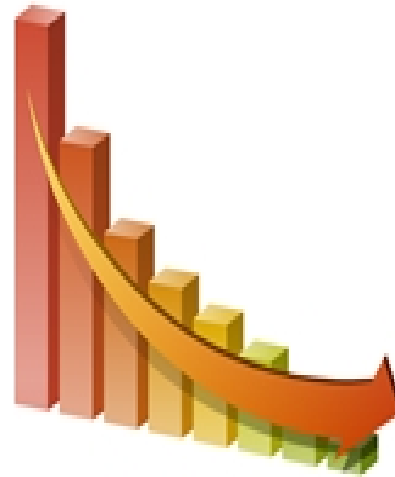
Sequential Intercept Model (SIM)

The Sequential Intercept Model clarifies five points at which standard processing of crimes and social issues can be intervened with community-based actions, so that individuals with mental and psychiatric disorders would not have to further enter the criminal justice system.





Framework 1: Jail Population Reduction Plan



Not In Crisis *Voluntary*

Community
Outreach
Recovery
Empowerment
(CORE) Centers

Jail Diversion
Treatment &
Resource Center
(JDTRC)

- Not 24/7
- Offers outpatient program hand-off to providers
- Linkages to services
- 3 of 10 sites across the county are currently open
- <https://dhs.saccounty.gov/BHS/Pages/Adult-Outpatient-Services-Transformation.aspx>

- Not 24/7
- On-site mental health and substance use counselors
- <https://saccoprobation.saccounty.gov/Pages/Jail-Diversion-Treatment-and-Resource-Center.aspx>

In Crisis *Voluntary*

Crisis Receiving
Behavioral Health
(CRBH)

Urgent Care

- Hours: 24/7
- Operated by WellSpace
- For those in-crisis or under influence of any substance

- MHTC**
- Not 24/7
 - *Call before drop-off to ensure capacity availability*

In Crisis *Involuntary*

Framework #1 Recommendations: Jail Population Reduction Plans

10

Kevin O'Connell Report
Recommendations

18

Programs and efforts for Jail Population
Reduction in place or coming

5

Additional Recommendations
based on other reports and
practices, and input

15

Dec 2022 Jail Reduction Plan
Recommendations

Kevin O'Connell's 10 Recommendations: Reducing Jail Pop./Alternatives to Incarceration

Strategy 1: Programs & Services to Reduce Jail Admissions

- Deflect people with statutes or circumstances likely to be released the same day they enter
- Augment crisis response to deflect more people not requiring jail admissions who have mental health needs
- Cite in the field or develop alternative booking sites for people usually booked on non-violent misdemeanors

Strategies to reduce the average daily jail population by up to 600

Strategy 2: Programs & Services to Reduce Lengths of Stay and Returns to Custody

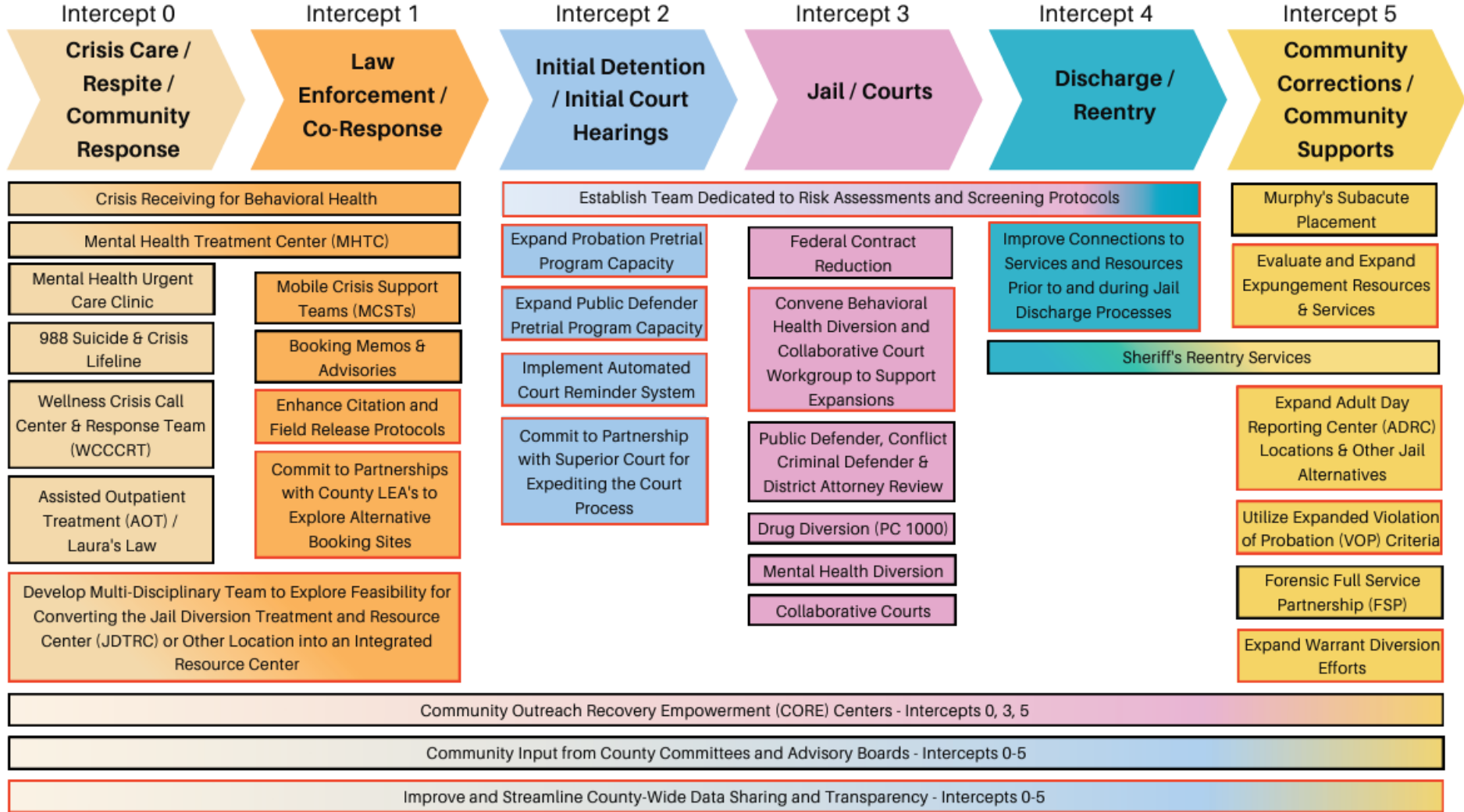
- Expand release of low-risk detainees staying up to arraignment
- Expand use of custody alternatives for low risk sentenced inmates
- Expand use of pre-trial release for low-risk inmates staying past arraignment through pre-trial monitoring and/or support
- Reduce the length of stay for people booked on warrants alone
- Reduce warrants around "Failures to Appear" for mental health clients
- Expand use of mental health diversion for felonies for people at low risk of recidivism
- Expand use of mental health treatment courts

Framework #1 Recommendations: Jail Population Reduction Plans

Initial Jail Population Reduction Plans completed October 2022 - revised based on feedback from community stakeholders, Class Counsel, data experts, and justice system partners

- Plans continue to apply recommended strategies
 - STRATEGY 1: Ongoing and New Efforts to Reduce Jail Admissions
 - STRATEGY 2: Ongoing and New Efforts to Reduce Lengths of Stay and Returns to Custody
- Plans incorporate collaborative, multi-pronged approach
 - Phase 1: Data-Informed Population Reduction Recommendations
 - Phase 2: Transforming Recommendations into Plans
 - Phase 3: Turning Plans into Progress
- Notable additions
 - Development of a public-facing jail population dashboard
 - Expansion of services during jail releases
 - Emphasis on identifying opportunities for future prevention-focused efforts in coordination with Sacramento County's Social Services partners
 - Identifies where Jail Population Reduction Plan items are within intercepts on the SIM

Relationship of Jail Population Reduction Plans to Sacramento County Adult Sequential Intercept Model



Note: Items outlined in Red represent programs and services that will require new or expanded investments of resources, time, and partnerships to develop and implement.

Framework #1 Recommendations:

Jail Population Reduction Plans – **New Items**

1. Commit to partnerships with other LEA's within County to explore use of alternative booking sites for quick releases
2. Enhance citation and field release protocols
3. Develop a multi-disciplinary team to explore feasibility for converting the Jail Diversion Treatment and Resource Center (JDTRC) or other location into an Integrated Resource Center (IRC)
4. Establish team dedicated to risk assessments and screening protocols
5. Expand capacity in Probation Pretrial Program
6. Expand capacity in Public Defender Pretrial Support Program
7. Expand Adult Day Reporting Center (ADRC) locations and/or other jail alternatives (Alternative Sentencing Program (ASP), Work Project, Home Detention, etc.)
8. Convene Behavioral Health Diversion and Collaborative Court Workgroup
9. Implement an automated court reminder system
10. Expand warrant diversion efforts
11. Utilize expanded non-detention Violation of Probation (VOP) criteria
12. Improve connections to services and resources prior to and during jail discharge processes - Medi-Cal eligibility, Service linkage and care management, Prioritizing daytime releases
13. Evaluate and expand expungement resources and services
14. Commit to a partnership with Superior Court for expediting the court process
15. Improve and streamline county-wide data sharing and transparency - Social Health Information Exchange, Public-facing data sharing

Framework #1 Recommendations: Jail Population Reduction Plans

Turning Plans into Progress

- Quarterly reports on progress of each program and service – including plan adjustments made through ongoing feedback from community stakeholders, Class Counsel, experts and partners
- Initial progress report will be published after end of first quarter 2023
- Will include implementation timelines and resource needs for each of the 15 expansion plans and identify metrics to track and monitor plan implementation

Framework 2: Plan to improve inadequate facilities





Framework #2 Recommendations: Facilities / Capital Improvements

Nacht/Lewis Recent Report (November 2022)

1

Option One: Modifications at Main jail and construction of addition at Main Jail “Bark Lot”

2

Option Two: Rebuilding part or all of the County’s Jail Facilities

A

Alternatives:
Other construction alternatives

Framework #2 Recommendations: Facilities / Capital Improvements

Nacht/Lewis Recent Report (November 2022)

* ***Interim solution required*** - Renovate the Main Jail's 300W Unit (Transition of Acute Psychiatric Unit from 2nd to 3rd floor), \$8.4M; and RCCC Security Barracks Project (Upgrade min. security areas to medium security), \$5.7M (32 Months)

- **1A:** Renovate Main Jail for ADA plus construct new intake and clinical space, (Intake & Health Services Facility) in new multi-story annex, \$450M (60 Months)
- **1B:** Construct new mental health housing facility at RCCC, \$605M (60 Months)
- **1C:** Construct new mental health facility at a new TBA site, \$655M (106 Months)
- **2A:** Construct a new full-service jail to replace MJ, site TBA, \$1.31B (106 Months)
- **2B:** Construct a new full-service Jail to replace MJJ & RCCC site TBA, \$1.81B (106 Months)
- **A1:** Construct an Integrated Resource Center for voluntary alternatives
- **A2:** Type I Facilities (local detention facilities 96 hours) in Cities

Framework #2 Recommendations:

Facilities / Capital Improvements **Conclusions**

Summary of Conclusions

- Removing federal detainees and implementing **O’Connell’s population reduction strategies will have an insignificant impact on reducing special populations** currently housed at the Main Jail and RCCC.
- These strategies for population reduction would largely impact the jail system’s general population.
- Around 700 general population beds could become available system-wide due to population reduction strategies.
- The available bed space at the Main Jail could accommodate up to 400 OPP beds with adequate group room and recreation space to meet Mays out-of-cell time requirements.
- **New construction is required to accommodate all other special populations in compliance with Mays** (AIU, IOP, Long Term Medical, and Medical Detox) plus new intake, medical, and clinical services space.
- It appears that **Option 1A**, a building addition on the Bark Lot that accommodates intake, medical clinic and housing and the bulk of the special populations **is the highest rated** from among the options that were evaluated.

Conclusion

- The County has made progress in many areas and also acknowledges more work is needed.
- The County has framework recommendations to reduce jail population, reduce recidivism, increase diversion and increase services to those impacted by the Criminal Justice and Social Services systems. The County also has recommendations for facility improvements that will improve conditions for existing population.
- The new facilities renovation(s) would not add incarceration capacity, but rather would improve conditions for existing population

Recommendation

- Direct staff to continue implementation of jail population reduction plans and return with reliable cost estimates and timelines for planned expansion efforts in Spring 2023; and
- Direct staff on desired action to address jail facility deficiencies for Mays Consent Decree compliance.

Staff's Physical Plant Deficiency Remediation Plan Recommendation:

- Construct two control rooms at RCCC;
- Transition the Acute Psychiatric Unit from the 2nd to the 3rd floor at the Main Jail (3P Project); and
- Construct an Intake and Health Services Facility on the Main Jail adjacent Lot (Option 1A).



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